

DDA Registry  
File Promotion 5/2

Uniform Promotion System

DDA 78-1378/8

25 May 1978

25X1A

25X1A  
John F. Blake  
Deputy Director for Administration  
[REDACTED]

25X1A  
Deputy Director of  
Central Intelligence  
[REDACTED]

25X1A  
Director of Central  
Intelligence  
[REDACTED]

Gentlemen:

This transmits two alternate drafts of a proposed "Notes from the Director" which elaborates on the recently announced uniform promotion system.

Tab A is a finished version of the two rough drafts given me by the DCI on Monday, 22 May. No changes of substance have been made.

Tab B really represents no change of substance from Tab A. It does use some more commonly accepted terms understood by people in the Agency than may be found in Tab A and, occasionally, it expresses the intent in different language.

/s/ Jack Blake

John F. Blake

Atts

Distribution:

Orig RS - DCI via DDCI

1 - ER

1 - DDA Subj

1 - DDA Chrono

1 - JFB Chrono

DDA:JFBBlake:kmg (25 May 78)

# ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Uniform Promotion System

Executive Registry

78-1628

FROM: John F. Blake  
Deputy Director for Administration

EXTENSION

NO.

DDA 78-1378/8

DATE

25 May 1978

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Deputy Director of Central Intelligence

30 MAY 1978

17/amy

Gentlemen:

This transmits two alternate drafts of a proposed "Notes from the Director" which elaborates on the recently announced uniform promotion system.

3. Director of Central Intelligence

31 MAY 1978

10/pm

Tab A is a finished version of the two rough drafts given me by the DCI on Monday, 22 May. No changes of substance have been made.

5. Done to Press! 6/6 RE

Tab B really represents no change of substance from Tab A. It does use some more commonly accepted terms understood by people in the Agency than may be found in Tab A and, occasionally, it expresses the intent in different language.

6. [Signature]

THIS VERSION DOES NOT REPEAT THE PREVIOUSLY CIRCULATED NOTICE ON UNIFORM PROMOTION POLICY

8.

9.

John F. Blake

STATINTL

10.

Atts

11.

Distribution:

Orig RS - DCI via DDCI

1 - ER

1 - DDA

12.

13.

14.

15.

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Uniform Promotion System

FROM:

F. W. M. Janney  
Director of Personnel 5 E 58

EXTENSION

NO.

DATE

25 May 1978

25X1A

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. Executive Officer, DD/A

2. Associate DD/A

3. Deputy Director for Administration

4.

5.

6.

7.

8.

9.

10.

11.

12.

13.

14.

15.

Tab A is a combination of two drafts you gave us with no real changes made by us.

Tab B is a rewrite that makes some technical corrective changes and other revisions we believe will help. In the second tab we have omitted a complete quote of the Headquarters Notice and merely urge that employees read that Notice. This will result in a shorter Director's Note.

STATINTL

F. W. M. Janney

Att

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A



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DRAFT

"Notes from the Director"

20  
30 MAY 1978  
ST

78-1378/8

UNIFORM PROMOTION SYSTEM

1. One area which we are giving a great deal of attention today is our personnel management system. For the past 31 years, the Agency has had a fine and highly personalized management system. It could not be otherwise for we simply could not carry out our mission without good people. This more than any other factor has been the secret of success of our Agency since its birth.

2. Times change, the mores of our country change, and the attitudes and aspirations of our youth change. In addition, our Agency is in a sense just reaching its maturity. Personnel policies appropriate to a new and growing organization need review for an established organization. No earthshaking changes are contemplated, but we are endeavoring to ensure that our personnel policies and our personnel management procedures are attuned to looking after the interests of all of our employees under conditions which surround us today and will surround us in the years just ahead.

3. On the 18th day of May we published a notice on an approach to a uniform promotion system. I believe this notice is of sufficient import to all employees to include it in a Director's Note so that it will receive maximum distribution. Here it is:

PERSONNEL

  
18 May 1978

STATINTL

#### UNIFORM PROMOTION SYSTEM

1. Many of the personnel policies of the Agency have been and are being carefully reexamined. One of the conclusions is that employees and the Agency will benefit from the adoption of a more uniform promotion system throughout the Agency. The adoption of such a system will increase employee awareness of promotion opportunities and will ensure more promotion headroom by implementing existing Agency regulations concerning marginal performers. It is recognized that each Career Service has unique characteristics and problems which require consideration. Modifications of the Agency's promotion system will allow recognition of that uniqueness by the use of more expanded statements of promotion criteria for each Career Service.

2. The establishment of uniform promotion schedules by grade will be keyed to the scheduling of fitness reports followed by panel evaluations and by recommendations for

promotions. The intention is to have the whole system ready for implementation beginning 1 October 1978. Meanwhile, actions are already being taken to incorporate each new feature as it is developed into the Agency's promotion system. These will include the following:

a. A minimum annual target for promotion of qualified people for each grade will be established by appropriate Career Services or Sub-Groups and published. This action will be completed in June.

b. Promotion rates will be sustained for the most part through normal attrition, but additionally it will be necessary to adhere more strictly to the current separation regulation [REDACTED] subsequent to identifying the bottom three percent of employees competitively ranked each year. As a protection to the employees identified in this process, the Career Service will establish independent panels to review each case on its merit. The panels will assess the employee's value and potential. Their findings will be furnished to the Head of the Career Service.

STATINTL

c. The common criteria for promotion in all Career Services are set forth in [REDACTED]. Specific Career Service criteria will be published and made

STATINTL

available to further the employee's understanding of how selection for promotion is achieved and how to become qualified for promotion.

d. All Career Services will use an evaluation panel system to determine promotion eligibility. Rankings and recommendations for promotion made by an evaluation panel can only be changed by the Director.

e. A uniform promotion schedule for all Career Services (i.e., all GS-09's will be promoted in the same month, etc.) will be established and published. The Office of Personnel will work with the Heads of the Career Services in establishing a schedule for each grade. Promotion lists will be published.

Frank C. Carlucci  
Deputy Director of Central Intelligence

4. Of equal importance to promotion policy in any personnel management system is retention policy or the rights of individuals to job security. *The rules of* Our Agency rules on job security are quite clear and longstanding. I will list them below and in italics note any changes of emphasis or procedure which I am directing:



STATINTL

a. Probationary period: Headquarters Notice [REDACTED] establishes a three-year probationary period upon initial employment. It is important to the employee, as well as to the Agency, that this be carefully administered. It is the period in which the Agency has the opportunity and the responsibility to identify employees who are unlikely to satisfactorily adapt to Agency life. It is in their interest and the Agency's not to let what is likely to be an unfruitful relationship continue. It is my observation that the move from probationary to career status has been too perfunctory. We are going to establish a more formal approach to the crossing of the probationary threshold.

ILLEGIB

b. Unsuitability: The National Security Act of 1947 [REDACTED] provides that the Director may "in his discretion, terminate the employment of any officer or employee of the Agency whenever he shall deem such termination necessary or advisable in the interests of the United States, but such termination shall not affect the right of such officer or employee to seek or accept employment in any other department or agency of the Government if declared eligible by the United States Civil Service

Commission." Each Director interprets this authority individually. It has been my practice to exercise it primarily for reasons of unreliability. When it is determined that an employee has performed in a manner that indicates lack of willingness or ability to perform his or her duties in a manner consistent with authorized directives, oral or written, I must exercise this authority to dismiss from employment. Not to do so would be to jeopardize the reputation and the future of our Agency for the sake of an individual not willing to play on our Agency team.

c. Low ranking: [REDACTED] stipulates that an individual ranked in the bottom three percent for two successive years may be considered for dismissal. We have recently instituted procedures whereby such cases will be reviewed by special panels to ensure objectivity. The panels will look for two situations.

STATINTL

(1) Incompetence: When an individual is performing below an acceptable level of competence, we have no other recourse than dismissal, as is the case in any Government agency.

(2) Low Comparative Value: When the needs of our service dictate reductions in force for reasons

such as Congressionally mandated cuts in strength, abolishment of Agency functions, or excess strength in particular areas, the panels will identify the least contributory personnel as required.

Note #1: Employees who reach a point three years from eligibility for retirement will not be dismissed on the basis of low comparative performance.

Note #2: There are no sizeable externally or internally generated reductions foreseeable at this time.

d. Visibility: [REDACTED], in addition to making a supervisor responsible for ensuring that employees understand the nature and scope of their duties and responsibilities, also requires the supervisor to continuously advise employees of the effectiveness of their performance. In addition, the Agency personnel management system provides for comparative evaluation with the peer group by grade/function by a Career Service or a Career Service Subgroup panel or board. Employees are entitled to and may inquire of their supervisors as to performance standing. It is my observation that this procedure has not been well carried out in the past. I believe that each employee is entitled to and should seek a frank and specific description of how his performance is being judged. Directives will be issued to ensure that

STATINTL

employees can and are encouraged to determine their performance rating. Equipped with knowledge of where he stands relative to his peers, no career employee need be concerned about dismissal as a result of a poor performance panel evaluation unless he or she is in the very lowest percentile. In short, there can be no concern at "arbitrary" dismissals -- the individual is entitled to know where he stands; and he is vulnerable to dismissal only if near the bottom of the list.

e. Evaluation: [REDACTED] establishes an annual evaluation system based on written fitness reports. I sense considerable skepticism within the Agency that fitness reports are filled out conscientiously.

STATINTL

We have a group studying ways in which to improve fitness report quality. In addition, instructions to panels will stress that single fitness reports are not of great import; judgments must be made on an entire career and what it tells about potential for the future.

5. It is my intent within a few months to bring together in a booklet form a full statement of personnel policies of the Agency. I believe this is something that all employees are entitled to know, particularly on entering into employment with us. We will try to lay out what a new employee can expect as he looks ahead to a full career opportunity in our Agency, including the opportunities he will have and the rights he will accrue. Most of all, I am anxious that our personnel system be as uniform, as simple, and as thoroughly publicized

as possible. Each of us deserves to know the rules and the opportunities within which we serve.

Commission." Each Director interprets this authority individually. It has been my practice to exercise it primarily for reasons of unreliability. When it is determined that an employee has performed in a manner that indicates lack of willingness or ability to perform his or her duties in a manner consistent with authorized directives, oral or written, I must exercise this authority to dismiss from employment. Not to do so would be to jeopardize the reputation and the future of our Agency for the sake of an individual not willing to play on our Agency team.

c. <sup>Low ranking</sup> Peer performance: [REDACTED] stipulates that an individual ranked in the bottom three percent for two successive years may be considered for dismissal. We have recently instituted procedures whereby such cases will be reviewed by special panels to ensure objectivity. The panels will look for two situations.

STATINTL

(1) Incompetence: When an individual is performing below an acceptable level of competence, we have no other recourse than dismissal, as is the case in any Government agency.

(2) <sup>Low Comparative Value</sup> Poorer performers: When the needs of our service dictate reductions in force for reasons

*re done*

such as Congressionally mandated cuts in strength, abolishment of Agency functions, or excess strength in particular areas, ~~such that promotion opportunities are blocked~~, the panels will identify the least contributory personnel up <sup>as</sup> ~~to whatever percentage is~~ required.

Note #1: Employees who reach a point three years from eligibility for retirement will not be dismissed as poorer performers. *on the basis of low comparative performance.*

Note #2: There are no sizeable externally or internally generated reductions foreseeable at this time.

d. Visibility: [REDACTED] provides that employees may inquire of their supervisor as to their performance standing. It is my observation that this procedure has not been well carried out in the past. I believe that each employee is entitled to a frank and specific description of how his performance is being judged. Directives will be issued to ensure that employees can determine their performance rating. Equipped with knowledge of where he stands relative to his peers, no career employee need be concerned about dismissal as a result of a poor performance panel evaluation unless he or she is in the very lowest

STATINTL

*Insert  
marks  
from Juki*

OK percentile. In short, there can be no concern at "arbitrary" dismissals -- the individual is entitled to know where he stands; and he is vulnerable to dismissal only if <sup>near</sup> at the bottom of the list.

STATINTL e. <sup>Evaluation:</sup> [REDACTED] establishes an annual evaluation system based on written fitness reports. <sup>I sense</sup> There is considerable skepticism within the Agency that fitness reports are filled out conscientiously.

We have a group studying ways in which to improve fitness report quality. In addition, instructions to panels will stress that single fitness reports  
✓ are not of great import; judgments must be made on an entire career and what it tells about potential for the future.

5. It is my intent within a few months to bring together in a booklet form a full statement of personnel policies of the Agency. I believe this is something that all employees are entitled to know, particularly on entering into employment with us. We will try to lay out what a new employee can expect as he looks ahead to a full career opportunity in our Agency, including the opportunities he will have and the rights he will accrue. Most of all, I am anxious that our personnel system be as uniform, as simple, and as thoroughly publicized as possible. Each of us deserves to know the rules and the opportunities within which <sup>we</sup> to serve.



Approved For Release 2001/09/05 : CIA-RDP81-00142R000500060018-5

B



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DRAFT

"Notes from the Director"

UNIFORM PROMOTION SYSTEM

1. One area which we are giving a great deal of attention today is our personnel management system. For the past 31 years, the Agency has had a fine and highly personalized management system. It could not be otherwise for we simply could not carry out our mission without good people. This more than any other factor has been the secret of success of our Agency since its birth.

2. Times change, the mores of our country change, and the attitudes and aspirations of our youth change. In addition, our Agency is in a sense just reaching its maturity. Personnel policies appropriate to a new and growing organization need review for an established organization. No earthshaking changes are contemplated, but we are endeavoring to ensure that our personnel policies and our personnel management procedures are attuned to looking after the interests of all of our employees under conditions which surround us today and will surround us in the years just ahead.

3. On the 18th day of May we published a notice on an approach to a uniform promotion system. I urge all employees to read it.

4. Of equal importance to promotion policy in any personnel management system is retention policy or the rights of individuals to job security. Our Agency rules on job security are quite clear. I will list them below and in italics note any changes of emphasis or procedure which I am directing:

a. Trial period: Headquarters Notice [REDACTED] establishes a three-year trial period upon initial employment. It is important to the employee, as well as to the Agency, that this be carefully administered. It is the period in which the Agency has the opportunity and the responsibility to identify employees who are unlikely to satisfactorily adapt to Agency life. It is in their interest and the Agency's not to let what is likely to be an unfruitful relationship continue. It is my observation that the move from probationary to career status has been too perfunctory. We are going to establish a more formal approach to the crossing of the probationary threshold.

STATINTL

b. Unsuitability: The National Security Act of 1947/49 provides that the Director may "in his discretion, terminate the employment of any officer or employee of the Agency whenever he shall deem such termination necessary or advisable in the interests of the United States, but such termination shall not affect the right of such officer or employee to seek or accept employment in any other department or agency of the Government if declared eligible by the United States Civil Service Commission." Each Director exercises this authority individually. When it is determined that an employee has performed in a manner that indicates lack of willingness or ability to perform his or her duties in a manner consistent with authorized directives, oral or written, I must exercise this authority to dismiss from employment. Not to do so would be to jeopardize the reputation and the future of our Agency for the sake of an individual not willing to play on our Agency team. It has been my practice to include reasons of unreliability as one basis for termination of employment with the Agency.

c. Low Ranking: [REDACTED] stipulates that an individual ranked in the bottom three percent because of an unacceptable level of performance for two

STATINTL

successive years may be considered for dismissal. We have recently instituted procedures whereby such cases will be reviewed by special Career Service panels to ensure objectivity. The panels will look for two situations:

(1) Incompetence: When an individual is performing below an acceptable level of competence, we have no other recourse than dismissal, as is the case in any Government agency.

(2) Low Comparative Value: When the needs of our service dictate reductions in force for reasons such as Congressionally mandated cuts in strength, abolishment of Agency functions, or excess strength in particular areas such that promotion opportunities are blocked, the panels will identify the least valuable personnel up to whatever percentage is required.

Note #1: Employees who reach a point three years from eligibility for retirement will not be dismissed as poorer performers. [REDACTED] LOW COMPARATIVE VALUE (ILLEGIB)

Note #2: There are no sizeable externally or internally generated reductions foreseeable at this time.

d. [Visibility: [REDACTED] in addition to STATINTL making a supervisor responsible for ensuring that employees understand the nature and scope of their duties and responsibilities, also requires the supervisor to continuously advise employees of the effectiveness of their performance. ] The fitness report, prepared at least annually, is a written record of this evaluation of performance of the requirements of the job. There is considerable skepticism within the Agency that fitness reports are filled out conscientiously. We have a group studying ways in which to improve fitness report quality. In addition, instructions to panels will stress that judgments must be made on an entire career and what it tells about potential for the future -- not on just a single performance evaluation.

[ In addition, to the performance evaluation report, the Agency personnel management system provides for comparative evaluation with the peer group by grade/function by a Career Service or a Career Service Subgroup panel or board. Employees are entitled to and may inquire of their supervisors as to performance standing. It is my observation that this procedure has not been well carried out in the past. I believe

that each employee is entitled to and should seek a frank and specific description of how his performance is being judged. Directives will be issued to ensure that employees can and are encouraged to determine their performance rating ~~and be~~ equipped with knowledge of where he stands relative to his peers.

ILLEGIB

No career employee need be concerned about dismissal, unless he or she falls into the three percent group as explained above. In short, there can be no concern of "arbitrary" dismissal -- the individual should know where he stands.

5. It is my intent within a few months to bring together in a booklet form a full statement of personnel policies of the Agency. I believe this is something that all employees are entitled to know, particularly on entering into employment with us. We will try to lay out what a new employee can expect as he looks ahead to a full career opportunity in our Agency, including the opportunities he will have and the rights he will accrue. Most of all, I am anxious that our personnel system be as uniform, as simple, and as thoroughly publicized as possible. Each of us deserves to know the rules and the opportunities within which to serve.

24 MAY 1978

Approved For Release 2001/09/05 : CIA-RDP81-00142R000500060018-5

Tape 33

Side A, 2 - 3 1/3

*Re Done*

DRAFT DIRECTOR'S NOTE

Uniform Promotion System

One area in which we are giving a great deal of attention today is our personnel management system. For the past 31 years, the Agency has had a fine and highly personalized management system. It could not be otherwise ~~because the intelligence profession~~ for we simply could not carry out our mission without good people. This more than any other factor has been the secret of success of our Agency since its birth.

Times change, the mores of our country change, and the attitudes and aspirations of our youth change. In addition, our Agency is in a sense just reaching its maturity. Personnel policies appropriate to ~~the~~ <sup>a</sup> new and growing organization need review for an established organization. No earthshaking changes are contemplated but we are endeavoring to ensure that our personnel policies and our personnel management procedures are attuned to looking after the interests of all of our employees under conditions which surround us today~~day~~ and will surround us in the years just ahead.

On April 7th, we published a notice on \_\_\_\_\_. On the 18th of May, we just published another one on an approach to a uniform promotion system. I believe this latter notice is of sufficient import to all employees to include it in a Director's Note so that it will receive maximum distribution. Here it is: [Quote it.]

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It is my intent within a few months to bring together in a booklet form a full statement of personnel policies of the Agency. I believe this is something that all employees are entitled to know, particularly on entering into employment with us. We will try to lay out what a new employee can expect as he looks ahead to a full career opportunity in our Agency, including the opportunities he will have ~~the privileges~~ and the rights he will accrue. ~~and~~ Most of all, I am anxious that our personnel system be as uniform, as ~~as~~ simple, ~~as possible~~ and as thoroughly publicized as possible. Each of us deserves to know the rules and the opportunities *within which to serve.*